

CENTRAL INTELLIGENCE AGENCY

WASHINGTON 25, D. C.

25 February 1952

MEMORANDUM FOR: Deputy Director of Central Intelligence  
THROUGH : Deputy Director for Administration  
FROM : Director of Training  
SUBJECT : Personnel Pool  
REFERENCE : (a) Memorandum from the Inspector General to the Director of Training dated 24 January 1952 (copy in Appendix I).  
(b) Pool Report by Testing and Training Branch, Office of Personnel, dated 15 December 1951.

1. PROBLEM: To comply with the directive (reference a) that the Director of Training assume responsibility for training in the Personnel Pool.

2. FACTS BEARING ON THE PROBLEM: The facts are presented in Tab A.

3. DISCUSSION: The problem is analyzed and discussed in Tab B.

4. CONCLUSIONS: The conclusions reached after the analysis of the problem are in Tab C.

5. RECOMMENDATIONS: It is recommended:

- a. That the Plan for Unclassified Training Group Clerical (UTG/C) in Appendix III be approved, and that the Director of Training be authorized to put it into effect.
- b. That the Proposed CIA Regulation "Processing Provisionally Cleared Personnel" in Appendix IV be approved and promulgated.
- c. That the Proposed CIA Regulation "CIA Training Policy for New Personnel" in Appendix V be approved and promulgated.
- d. That the conclusions in Tab C, Paragraphs 3, 4, 5, 6 and 7 be approved, and that officials or Offices concerned be directed to put the actions indicated into effect.

MATTHEW BAIRD

APPROVED:

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A

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FACTS BEARING ON THE PROBLEM

1. Responsibility for Training in the Personnel Pool: By action of the Inspector General, the D/CI has approved the transfer of responsibility for training in the Personnel Pool to the Director of Training as of 24 January 1952.
2. Policy Directive of the D/CI: In the staff conference of 17 December 1951, the Director of Central Intelligence stated that it would be the policy of the Agency to go slow on expansion and to insist on high quality in personnel; that this policy would require very careful selection of personnel.
3. Basic Objective of the Personnel Pool: The basic objective of the Personnel Pool is to enable the Agency to place non-professional personnel on its payroll in advance of full security clearance, in order to relieve financial hardship to the individual or to otherwise insure that his services will be available to the Agency upon completion of security analysis.
4. Established Training Programs for Professional-Substantive Personnel: Unclassified Training Group A (UTG/A) and the Interim Training Branch (IT/B) have been established to meet the above objective for professional-substantive, non-covert and covert personnel respectively. However, UTG/A and IT/B are organized as homogeneous groups with regularized schedules for entrance on duty, and study and project assignments. Personnel in the UTG/A and IT/B programs are carefully recruited and normally exceed the minimum selection standards of the Agency.
5. Composition of the Pool: The present composition of the Personnel Pool is not consistent with its basic objective. The personnel in the Personnel Pool are not homogeneous. As the following statistics show, the Pool is a catch-all for all types of EOD'd provisionally cleared personnel.

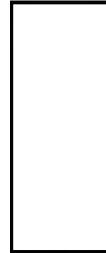
a. Average percentages of personnel by categories derived from a statistical analysis of Pool personnel as of 4 January and 23 January 1952. The statistical analysis is on file in the Office of Training.

Clerks and Stenographers  
Typists

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Total Support-Clerical

Skilled and Trade  
Professional-Substantive



100%

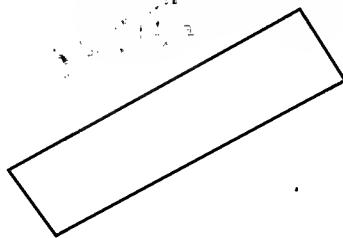
b. The Professional-substantive personnel, 21% of the total personnel in the Pool, are UFG/A or IT/B types.

c. The skilled and trade personnel, 11% of the total personnel in the Pool, are quite varied types. Some four different skills are represented in the tabulating machine field; three in the printing field; two in the teletype field; and there is a miscellaneous group ranging from micro-photographers to truck drivers to couriers.

d. The rest of the personnel in the Pool, the largest category (68%), may be termed support-clerical personnel.

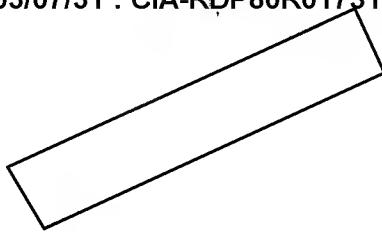
6. The Personnel Pool Program: The program of the Personnel Pool consists of training for clerical-support personnel who have met minimum standards of proficiency for the job for which they have been recruited; unclassified work projects undertaken in support of various components of the Agency or other Governmental departments; and the temporary attachment of limited numbers of personnel to other Governmental departments and agencies.

a. Training for Clerical-Support Personnel: Personnel are selected for training in English Usage, Shorthand, Typing and Office Practice on the basis of recommendations made

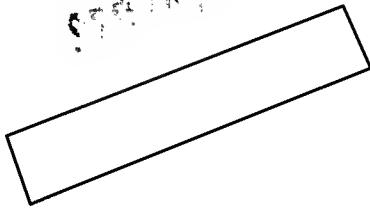


by the Placement Officer or the Pool Registrar, as a result either of an interview or of a request on the part of the individual. The period of training varies in individual cases from one day to several weeks; consequently, it is impossible to derive a meaningful percentage figure representing the total personnel receiving clerical training.

- b. Work Projects: In Appendix II there is an analysis of the work projects performed by the Pool during December 1951 and January 1952. This analysis indicates that most of the requests for work projects come from OCD and the Office of Personnel. Assuming that the personnel engaged on work projects earn their pay, work projects largely pay for the costs of the clerical-support segment (68%) of the Pool. The projects largely utilize the skills of the clerk-typists and clerks rather than those of the stenographers.
- c. Temporary Attachments: In the week 2-25 January about 60 personnel were temporarily attached to other Government departments or CIA offices; including the Selective Service System, Department of Agriculture, Department of State, Library of Congress, I&S, ORR and OCD. This group consisted of support-clerical and professional-substantive personnel, ranging from GS-2 through GS-9.
7. Testing and Evaluation: As part of recruitment action in the field, support-clerical personnel are tested for proficiency of clerical skills. It is necessary for the Agency to recruit some support-clerical personnel who do not meet minimum standards of proficiency for the grade for which they are recruited; such personnel are not evaluated with respect to learning aptitude prior to being put on the Agency payroll; nor is their continued employment with the Agency contingent upon the removal of deficiencies by the time of completion of prescribed training courses.



8. Entrance on Duty and Separation Dates: There are no regular schedules for entrance on duty into the Pool or for separation from the Pool. The effect is to multiply administrative difficulties; promote confusion; and prevent effective phasing of the training at the Pool.
9. Average Length of Time Spent in Pool: The average length of time (all Pool personnel) spent in the Pool is approximately 25 working days for non-covert personnel and approximately 35 working days for covert personnel.
10. The "Waiting Room" Operation: The Pool is also a waiting room for personnel whose EOD processing is held up, usually because of saturation of medical and security processing facilities. Personnel wait in the Pool, pending notification to complete EOD processing. As a consequence, there exists a "Grand Central Station" atmosphere that seriously interferes with orderliness and system in the operation and management of the Pool.
11. Morale: It is conceded that the Pool is faced with a morale problem. This is attributed to the following factors:
  - a. There is no orientation program for personnel entering the Pool. In many instances personnel have not been properly briefed by the recruiting officer that they are to enter a Pool and consequently, when they find they are in the Pool, their morale and motivation are seriously impaired.
  - b. There are in the Pool professional-substantive personnel for whom no meaningful training program is provided as it is in UTC/A or IT/B.
  - c. There are in the Pool personnel in the skilled and trades category for whom no "common denominator" of training or work project exists, or is feasible.



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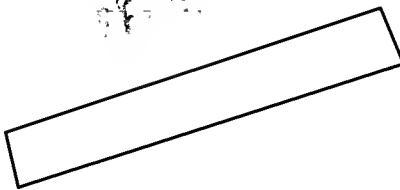
- d. There is a considerable number of individuals who remain in the Pool for periods in excess of 95 days; as of 26 January, [ ] individuals, approximately 9% of total personnel of the Pool.
- e. There is the "Waiting Room" operation described in Paragraph 7 above.
- f. There is a poor physical environment that not only affects the individual's morale but also impairs, in his view, the prestige of the Agency as a whole.

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DISCUSSION

1. General Statement: The Pool problem will be discussed with reference to the following points:
  - a. The Composition of the Personnel Pool
  - b. The Personnel Pool Program
  - c. The Work Projects Question
  - d. The Personnel Pool Training Problem
  - e. The Testing and Evaluation Problem
  - f. The Waiting Room Problem
  - g. The Orientation Problem
  - h. The Administration of the Personnel Pool
  - i. Policy Action

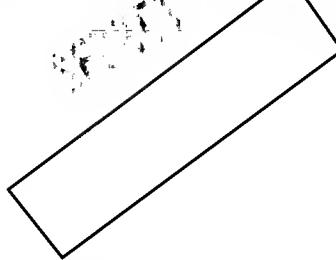
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2. Composition of the Pool:

- a. The fact that 21% of the total personnel in the Pool (those designated as professional-substantive) are UTG/A or IT/B types has already received recognition by the Personnel Office and the Inspector General. This category of personnel should be transferred from the Pool to UTG/A or IT/B. In the future professional-substantive recruits should be assigned to UTG/A or IT/B and should not be sent to the Pool.
- b. The non-covert Offices of the Agency use the Pool as a holding operation for some professional-substantive personnel in the expectation that "reporting-to-duty date" will precede their completion of the UTG/A program. A cross section of the Pool as of 28 January indicates that such personnel remain in the Pool approximately 42 to 43 calendar days. UTG/A is a six weeks (42 calendar days) group training program. Therefore, there is on the average no time advantage in short circuiting this program. There is positive morale advantage in removing such personnel from the Pool where no meaningful program is conducted for their needs.
- c. The situation with respect to covert professional-substantive personnel is comparable. IT/B is an individual training program that continues until the completion of security action.
- d. If professional-substantive personnel were not sent to the Pool, the remaining personnel (support-clerical and skilled and trades) would comprise a more homogeneous and manageable group, appropriate to a Personnel Pool operating under the Program described below.

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3. The Personnel Pool Program:

a. For the skilled and trades personnel:

- (1) These personnel represent a great variety of skills or trades with small numbers in each skill or trade. Pending completion of security action, they need merely to maintain proficiency already acquired. For this type of personnel, training in specialized skills or trades is too costly to be undertaken. Other training, as courses in current events or international relations, would not be related to on-duty job requirements. Therefore, such personnel can most usefully spend the security clearance period by working at their skill or trade.
- (2) While this is not feasible within the Agency, it is possible to attach such personnel to other Governmental agencies not engaged in classified operations. For example, a Linotype operator might be detailed to the Government Printing Office, a machine tabulation operator to the Bureau of the Budget, or a photo-engraver to the Bureau of Printing and Engraving. Such a program of attachment would utilize and maintain the specialized talents of such personnel during the security clearance period.

b. For the support-clerical personnel:

- (1) Some 68% of the Pool is support-clerical. This group is fairly evenly divided between clerks, clerk-typists and stenographers.
- (2) Many support-clerical personnel require training to meet minimum or acceptable standards of proficiency for the jobs for which they have been recruited, or

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they require refresher training to meet previously achieved and acceptable levels of proficiency. All require training in geography and agency office practices. And all would benefit by training designed to increase proficiency in already acquired clerical skills.

- (3) At present work projects tend to have priority over training - not only because of the shortage of instructors but also because of the number of work projects undertaken. Under these conditions the objectives of clerical training, consistent with the policy of the D/CI, cannot fully be met.
- (4) To carry out effectively the policy of the D/CI, all incoming support-clerical personnel, regardless of security clearance status, should be detailed by the Office of Personnel to the Office of Training for training.
- (5) To meet responsibilities assigned to it by the Director of Central Intelligence through the Inspector General (see Appendix I), the O/IR should establish an Unclassified Training Group Clerical (UTC/C), to which all EOD'd provisionally cleared clerical personnel should be assigned.
- (6) To meet its long range responsibilities, the O/IR should establish a Classified Training Group Clerical (CTG/C), to which EOD'd cleared clerical personnel should be assigned. CTG/C should also meet the requirements of refresher training for on-duty clerical personnel.

4. The Work Project Question:

- a. A survey of the work projects program should be undertaken:
  - (1) When the Personnel Pool was first established, Agency Offices were requested to provide work projects for

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the Pool. The work projects had the status of "make-work" to occupy provisionally cleared personnel in the Pool, pending full security clearance. Since then, the scope of the work projects has greatly increased; the work projects have become a major time-consuming enterprise of the Pool and have taken precedence over clerical training. It is seriously open to question that the present status of work projects should be continued, because of the need for and desirability of training to raise the level of proficiency of support-clerical personnel entering on duty with the Agency.

- (2) Under the present recruitment limitations, there will be fewer personnel available for work on work projects in the Personnel Pool; this will result in a sharp reduction in the number of work projects that can be undertaken. Under the present office ceiling limitations, the offices' requests for work projects to be carried on in the Pool will probably increase; this will result in a greater relative reduction in the number of work projects that can be undertaken. The questions posed by this situation are:
  - (a) Are there any of the work projects of sufficient value to require the offices concerned to include them in their budgets and to increase their TO's in order to continue them?
  - (b) Are there any work projects, other than those above, that are of some value to the offices, but that would not be undertaken except as an adjunct to training?

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(3) Neither the rate at which the Personnel Pool will decrease in strength nor the ultimate strength of the Pool can be determined at this time. Only after the present ceilings have been in effect for some time and the number of Pool Personnel has become stabilized can the scope of the work projects program be established.

(4) Pending completion of the survey, the Office of Personnel should continue to administer the work projects. If, as a result of the survey, it is decided that some work projects should be continued as an adjunct to training, they should be administered by O/TR.

5. The Personnel Pool Training Problem:

- a. Professional-substantive personnel should be assigned to the UTC/A or IT/B programs.
- b. Skilled and trades personnel should be detailed from the Pool to other Governmental agencies.
- c. Support-clerical personnel should be detailed to training.

6. The Testing and Evaluation Problem:

- a. No individual should be put on the payroll of the Agency unless testing and evaluation indicate that the individual either is qualified for the job for which he is recruited; or that, failing to meet acceptable standards, he has sufficient aptitude for learning so that with training, he may qualify within a reasonable period of time. At present no standardized and therefore no adequate evaluation of aptitudes for learning is made in the field. Therefore, individuals reporting for duty in Washington should be further processed and a correlation made between the standards of the job for which they have been recruited and their levels of proficiency and aptitudes for learning.

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b. This testing and evaluation program should be conducted not only to raise the qualitative level of recruitment in the Agency in accordance with the recent policy directive of the D/CI but also to meet the testing and evaluation requirements of the entire Agency, including those of the Office of Training. The establishment of a central testing and evaluation facility in the Agency would benefit not only the Office of Personnel but also the Office of Training.

7. The Waiting Room Problem:

a. In order to meet the problem posed by intermittent delays in SOD procedures (caused primarily by the backlog of personnel awaiting medical and security interviews) the Agency should establish a waiting room with library facilities where individuals may stand by for notification to complete their SOD processing. This delay is normally a matter of hours, not days, but concerns a sizeable number of employees.

b. The library facilities should also be available to personnel of UTG/C and the Personnel Pool in connection with their training assignment.

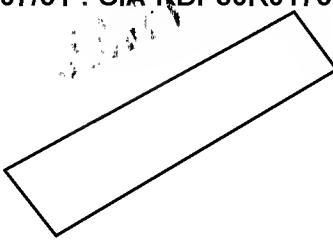
8. Orientation Problem:

a. A serious morale factor in the Personnel Pool has been the absence of an effective orientation course. Such a course should be conducted in two parts: part one, for all clerical, skilled and trade personnel hired on a provisionally cleared basis; part two, for clerical personnel as part of the UTG/C training program.

b. The initial orientation course should be conducted in the Office of Personnel as part of the entrance processing procedure in the Pool; it should include information about personal affairs, administrative procedures of the Pool and the status of personnel therein.

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c. The clerical orientation course should consist of ten hours of instruction over the two-week basic training period; it should include unclassified information about the structure and functions of the national government and the role of CIA therein.

9. Administration of the Personnel Pool:

a. The administration of the Personnel Pool should be directed by the Office of Personnel; and should consist of the following responsibilities:

- (1) To conduct an orientation course as a part of the entrance processing procedure in the Pool
- (2) To detail skilled and trades personnel to other Governmental agencies
- (3) To administer the work projects program pending completion of the survey recommended by O/TR, and the resolution of the problem
- (4) To operate the waiting room and its library facilities
- (5) To serve as a processing center for UTC/C

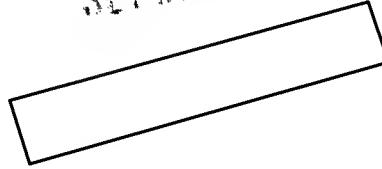
10. Policy Action:

- a. As a result of the analysis of the Personnel Pool problem the O/TR has made recommendations with respect to all personnel E&D'd on a provisionally-cleared basis; those recommendations are applicable with equal force to all personnel entering the Agency on a fully-cleared basis.
- b. Training for all incoming personnel, professional and non-professional, irrespective of security clearance status, is necessary if the recent policy directive of the Director

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of Central Intelligence is to be put into effect. A higher qualitative level of performance by Agency personnel can be obtained only through selection - plus training. It is the function of selection to recruit personnel competent in a given skill, trade, science or profession; it is the function of training to raise the level of competence in any given field and to relate that competence to the field of intelligence.

- c. A policy directive embodying the above principle is contained in Appendix V. It should be approved by the Director of Central Intelligence and put into effect.

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CONCLUSIONS

1. Training Responsibilities

- a. That the responsibility for training in the Personnel Pool to be transferred to the Director of Training in accordance with Reference a should consist of:
  - (1) Phasing the professional-substantive personnel presently in the Pool into the UTG/A and IV/B programs of O/TR.
  - (2) Establishing and operating the UTG/C program in accordance with the plan in Appendix III.
- b. That, in order to carry out the policy of the DCI with respect to raising the qualitative level of performance of Agency personnel, all new employees, regardless of security clearance status, should be detailed to O/TR for training prior to placement within the Agency.
- c. That the O/TR should be authorized at this time to plan training programs and to establish training facilities so that this policy may be put into effect as soon as practicable.

2. Agency Regulations: That, in order more effectively to process EOP'd professionally-cleared personnel, the proposed Agency regulations in Appendix IV should be approved and published, since it establishes Agency policy and procedures, fixes responsibilities, and prescribes the facilities necessary for the effective processing of such personnel.

3. Work Projects

- a. That a survey of the Work Projects Program should be conducted under the direction of the Inspector General in order to determine the extent to which work projects should be undertaken by the sponsoring Offices and/or the extent to which they should be conducted as an adjunct to training.

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b. That, pending completion of the above survey and resolution of the problem, the Office of Personnel should continue to administer the Work Projects Program, using personnel who have been released by D/12 from UT/C after completion of the training program.

**4. Testing and Evaluation**

a. That the Testing and Evaluation Division of the Office of Training should be transferred to and merged with the Testing and Training Branch of the Office of Personnel; that this merger should not be construed to affect the existing assessment procedures for covert personnel.

b. That the unit thus created should be established as the testing and evaluation service of the Agency under the policy direction and supervision of the Assistant Director of Personnel in collaboration with the Director of Training.

c. That this testing and evaluation service should be charged with the conduct of testing and evaluation at all phases of recruitment, BOD procedure, training and validation.

d. That an essential condition of this merger should be that the testing and evaluation service will be able to meet the testing and evaluation requirements of the Office of Training.

**5. The Waiting Room**

a. That a waiting room should be established at [redacted] to provide for the administrative control of personnel delayed in the completion of their BOD processing; that it should be administered separately from the Work Projects Program and UT/C; that its library facilities should be available to personnel in UT/C and the Personnel Pool.

b. That the waiting room should be administered by the Office of Personnel.

c. That an effort should be made by the Office of Personnel, the Medical Office and Inspection and Security to eliminate, if at all possible, the necessity for the waiting room by coordinating BOD dates with the capacity of the processing

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facilities; that, at the very least, there should be a reduction not only in the number of personnel required to report to the waiting room, but also in the time spent in the waiting room by personnel awaiting notification to complete EOD processing.

6. Expediting Time in the Pool - That the cases of all personnel who are under the administrative supervision of the Personnel Pool, and who have remained in a provisionally cleared status in excess of 60 days, should be reviewed weekly by the Assistant Director of Personnel and the Chief of Inspection and Security for the purpose of expediting the completion of security clearance action.
7. Classified Training Group Clerical (CTG/C)
  - a. That the O/PR should establish a Classified Training Group Clerical (CTG/C) to which SOD's fully-cleared support-clerical personnel should be assigned for training:
    - (1) To increase their proficiency in already acquired clerical skills.
    - (2) To be instructed in geography and Agency office practices.
  - b. That CTG/C should also conduct refresher training for on-duty support-clerical personnel.
8. Morale - That the morale problem in the Pool should be greatly lessened if the proposed CIA regulation in Appendix I is approved and promulgated.

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C O P Y

24 January 1952

MEMORANDUM TO: Director of Training

For your records, I wish to confirm that DCI has approved the transfer of responsibility for training in the unclassified holding pool to your office and has requested that an effort be made to set up courses on a 10-day basis.

The training of covert employees in the unclassified pool at another location has been approved, to take effect as soon as the new quarters are ready.

/s/ Stuart Hedden  
Inspector General

cc: Personnel

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Appendix I

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III

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PLAN FOR UNCLASSIFIED TRAINING GROUP CLERICAL (UTG/C)

1. Training objectives: To raise the level of proficiency of all EOD'd provisionally-cleared support-clerical personnel who

- a. do not meet minimum or acceptable standards of proficiency for the grade level for which they have been recruited.
- b. require refresher training to meet previously achieved and acceptable levels of proficiency.
- c. need training in geography and agency office practice.
- d. would benefit by training designed to increase or improve efficiency in already acquired clerical skills.

2. Training program:

- a. Course content: The clerical training program will consist of the following courses: Typing (3 levels), Shorthand (3 levels), Office Practice, Filing, Spelling (2 levels), Punctuation (2 levels), Business English (2 levels), and Geography.

- b. Schedule: The daily schedule will be as follows:

	Instructor A	Instructor B	Instructor C	Instructor D
8:30 - 9:30	Typ. I & II (Prac. Room)	(Prac. Room)	Sht. I	Sht. II
9:30 - 10:30	(Prac. Room)	Gram. I	Sht. II	Gram. II
10:30 - 11:30	Office Practice	Spcl. I	Free	Filing
11:30 - 12:30	Lunch & Practice	Lunch & Practice	Filing	Geography
12:30 - 1:30	Spell. I	Free	Lunch & Practice	Geography & Office
1:30 - 2:30	Free	Spell. II	Spcl. II	Office Practice
2:30 - 3:30	Geography	Typ. III	(Prac. Room)	Free
3:30 - 4:30	Orientation			

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- c. **Phasing:** The training program will consist of a two-week basic unit. Multiples of the basic unit may be arranged on an individual basis to meet individual requirements without repetition of subject matter.
- d. **Testing:** Testing of individual proficiency will be made at the completion of each basic training unit and individual proficiency reports will be sent to the Office of Personnel.

3. **Entry and Exit Procedure:** The Office of Personnel will detail all EOD'd support-clerical personnel to UTG/C for training. Regularized entry dates into UTG/C (from the Personnel Pool), every week for typing and shorthand training and every two weeks for other designated training, shall be effective. Exit from UTG/C will be contingent upon the completion of the training course even though security clearance may have been completed.

4. **Planning Basis:**

- a. **Trainees:** Planning for the UTG/C training program is based on the assumption that there will be at any given time approximately 100 trainees in UTG/C.
- b. **Staff:** The existing training staff of the Personnel Pool consists of two instructors. In Reference B it was recommended and approved that the staff should be increased to four instructors. The proposed plan for UTG/C will require four instructors and one clerical assistant. This may be accomplished by transferring the two instructors now on the Personnel Pool T/O to the T/O of the Office of Training and by authorizing an increase in the T/O of the O/TR (2 additional instructors and 1 clerical assistant).
- c. **Space:** The space available, Rooms 501, 502, 502A, 503, 504, 506, 508 and 510, [redacted] is adequate to carry out the training program.

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5. Approval by the DD/A:

- a. Basic plan for UIC/C.
- b. Transfer of the two instructors now on the Personnel Pool T/O to the T/O of the O/TR, and the authorization for two additional instructors and one clerical assistant on the T/O of the O/TR.
- c. Allocation of the space designated in Paragraph 4.c. above, to the O/TR.

Appendix III - 3

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February 1952

6. CIA TRAINING POLICY FOR NEW PERSONNEL

- A. In order to raise the qualitative level of performance of new personnel entering on duty with the Agency, the Director of Training is authorized to plan and conduct training programs in accordance with the policy stated in Paragraph 3 following.
- B. New personnel entering on duty with the Agency shall, prior to placement within the Agency, be detailed by the Office of Personnel to the Office of Training, or training designed not only to relate their particular field of competence to the field of intelligence, but also, when necessary or desirable, to raise their level of competence in any given field.
- C. For the present, this policy shall apply only to the following:
  - (1) All Professional-Substantive personnel.
  - (2) All Professional-Administrative personnel.
  - (3) All Support-Clerical personnel.
- D. The Director of Training, in putting this policy into effect, shall plan training programs, expand existing

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training facilities and establish new training facilities  
for such personnel in the following order of priority:

- (1) Professional-Substantive personnel.
- (2) Support-Clerical personnel.
- (3) Professional-Administrative personnel.

E. The Director of Training shall present all training plans  
and programs designed to carry out this directive to the  
DDCI for approval.